

STATE OF MISSOURI

GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN

FOR

PROGRAM YEARS 1986 and 1987

Department of Economic Development
Division of Job Development and Training

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Governor's Coordination and Special Services Plan
for the period

July 1, 1986 to June 30, 1988

Submitted by:

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GOVERNOR'S GOALS AND OBJECTIVES

Preface

The State of Missouri is submitting the Governor's Goals and Objectives as a preface to the Coordination and Special Services Plan. The Goals and Objectives provide the guidance for the job training resources use described in the Coordination and Special Services Plan.

Job training programs are an important tool in the Governor's economic development efforts. The job training system has the resources to attract new employers to the state while supporting existing employers in the expansion of their work forces.

Missouri's job training system identifies, trains, and places individuals with employers who need a trained work force. Job training benefits all of Missouri by upgrading the skills of the work force and reducing potential mismatches between employers' needs and workers' skills. Missourians who receive job training benefit through strengthened work force attachment, reduced dependency on social programs, a greater sense of self-worth, and increased probability of job retention. Employers benefit from job training through improved employee screening, reduced training costs, greater employee productivity, and the ability to compete for markets. The entire State benefits from reduced unemployment and welfare dependency.

Missouri's implementation of the Job Training Partnership Act is well under way. The Governor, Missouri Job Training Coordinating Council, Private Industry Councils, and Local Elected Officials are actively carrying out their duties and fulfilling their responsibilities under the Act. The systems necessary to implement job training programs are in place and are training and retraining Missouri's work force.

The job training system must now move ahead to meet the challenges of the coming years. It must serve the State, its citizens, and its employers. Continued economic progress will require an efficient use of resources. Participation in the labor market and in training programs by all of Missouri's citizens will require innovative approaches to program design. A continually changing economy will necessitate programs which keep pace with emerging skills and occupations. The following goals and objectives highlight the Governor's priorities for the job training system. They describe the direction in which the system should move as it strives to meet the needs of Missouri, its employers, and its citizens.

Increase Missouri's Economic Potential

Increasing Missouri's economic potential clearly calls for a strong coordinated economic development effort. In turn, effective economic development requires diverse yet interrelated efforts to assist employers. Such efforts may include assisting an employer locating a business in Missouri, supporting an existing business with expansion efforts, and preventing existing business failures. The job training system can play an important role in meeting this goal by achieving the following objectives.

- Develop a marketing program which clearly communicates to employers the availability and capability of job training resources in Missouri.
- Implement programs under the "Missouri Job Development Fund" which will provide training for potential employees of new or expanding businesses, and which will provide retraining and upgrading needed to support new capital investments of existing businesses.
- Implement training programs which train workers in the skills required by employers and in the time frame and method requested by employers.
- Provide continued support to ensure a comprehensive, effective public labor exchange.
- Promote and support continuing improvements in Missouri's labor market information system.

Increase Missourians' Skills to Improve Individual Economic Potential

An educated citizenry is Missouri's greatest asset as we move toward the 21st century. Missourians must be proficient in the basic skills necessary for self-sufficiency and for the more advanced and flexible training opportunities of the future. Job specific vocational skills will continue to be necessary to acquire and retain productive employment. Meeting the objectives below will help Missourians achieve their maximum individual economic potential.

- Promote and support basic education and adult literacy efforts especially when such programs are jointly developed with vocational education and job training programs.
- Encourage increased Customized Training efforts to ensure Missourians receive training in the skills demanded by employers for available jobs.
- Ensure that training program planners use employer knowledge along with available labor market information to plan training programs.

Increase the Efficiency and Effectiveness of Missouri's Job Training Program Delivery System

Missouri's job training system is composed of economic development, training, and placement agencies in four departments of state government administering a wide variety of federal, state, and local job training programs. In addition, a number of agencies provide supportive services to training program participants or use the training system to provide services to their clients. Clearly, these government agencies must work with each other as well as with the private sector to make an impact. By meeting the objectives outlined below, Missouri can ensure improved operation of job training programs.

- Encourage increased involvement of Private Industry Councils in the design and development of job training programs.
- Actively encourage the Missouri Job Training Coordinating Council in its policy-making duties.
- Support increased coordination of state and local agencies within SDAs by establishing realistic coordination criteria.
- Ensure SDA implementation of coordination criteria through continued follow-up of SDA activities.
- Continue to develop and refine communication channels among pertinent state agencies.
- Streamline the State's economic development efforts by moving the state agency administering JTPA from the Department of Social Services to the Department of Economic Development.
- Support existing joint job training projects among related state agencies and initiate additional projects which meet the Governor's goals.

COORDINATION CRITERIA

Preface to Coordination Criteria

Although different agencies are involved to varying degrees in the job training system, the Governor and the Missouri Job Training Coordinating Council believe certain agencies play crucial roles in developing and implementing job training programs. Effective delivery of job training services to employers and participants requires SDA coordination with the following agencies.

- labor organizations
- economic development organizations
- Job Service offices
- education agencies (including postsecondary institutions)
- rehabilitation agencies
- community action agencies
- Division of Family Services offices
- Area Agencies on Aging

The specific coordination criteria detailed below describe minimal requirements which the Governor and the Council believe SDAs must meet to deliver cost effective programs. These criteria emphasize the importance of planning for the coordinated delivery of job training services. We recognize that local agencies not identified above could be important to job training in a particular SDA. Therefore, the Governor's Coordination and Special Services Plan includes a criterion requiring SDAs to systematically investigate different potential sources of planning data. In addition, the GCSSP includes a criterion requiring SDAs to develop Customized Training Programs to respond to known SDA training demands.

The criteria below also recognize that effective coordination cannot occur without substantial effort. Therefore, the criteria require SDAs to establish formal mechanisms such as semi-annual meetings to initiate coordination efforts.

SDA Coordination Criteria:

1. LABOR MARKET INFORMATION

The SDA shall contact the Missouri Occupational Information Coordinating Committee regarding available labor market information. The SDA may also contact the Division of Manpower Planning, Division of Employment Security, Department of Economic Development, or other state agencies. SDAs should use this information along with information from local education and economic development agencies and other appropriate sources to plan training programs. SDAs shall only plan training programs for occupations in demand.

2. ECONOMIC DEVELOPMENT

The SDA shall plan to expend fifteen percent and strive to expend twenty percent or more of its total annual Title II-A training expenditure on customized training programs through which a new or expanding business employer and SDA program operator jointly design and develop a training program which meets a specific employers' or group of employers' training and hiring needs. SDAs may use any allowable activity in customized training programs. The SDA will coordinate its efforts with other local and statewide customized training programs whenever possible.

3. PLACEMENT

The SDA shall coordinate its placement activities with the local Job Service and other PIC-identified job placement agencies. The SDA shall ensure that participants are registered at the appropriate time with the local Job Service using methods such as: automated registration through the JTPA Management Information System; Job Service staff located at the JTPA location; or in-person registration at the Job Service office.

The SDA Job Training Plan and the SDA Job Service Plan shall describe the procedures for coordinating JTPA participant registration between the SDA and local Job Service.

4. PROGRAM COORDINATION

To ensure the efficient provision of services to the eligible population, the SDA shall convene semi-annual meetings of representatives of JTPA program operators, the Division of Family Services, Division of Employment Security, Area Agencies on Aging, community action agencies, local education agencies, local economic development organizations, vocational rehabilitation agencies, other job training-related agencies, and a private sector representative from the Private Industry Council. The meetings will address procedures to coordinate applicant and participant referral to and from the SDA, exchange information about related programs, and promote interaction among staff of the various agencies. OR the SDA will establish alternative procedures to address these issues with the above agencies.

The SDA shall describe the procedures for meeting this criterion in its Job Training Plan.

5. USE OF EXISTING SERVICES AND FACILITIES

To prevent unnecessary duplication of services and to ensure the most effective use of JTPA funds, the SDA shall develop or obtain an inventory and brief description of job training and supportive services within its jurisdiction and use this inventory in program planning. The SDA shall utilize existing publicly owned and supported programs, facilities, and equipment whenever possible and cost-effective.

6. VOCATIONAL EDUCATION

The SDA shall review and comment on those applications submitted by local education agencies for funds under the Carl Perkins Vocational Education Act of 1984, which it determines are of interest or importance to its programs. The SDA will coordinate the review process with appropriate local education agencies, and will describe the procedures for this coordination in its Job Training Plan.

7. FARMERS/RURAL DEVELOPMENT

The SDA shall coordinate its efforts to provide job training and employment services to farmers who are economically disadvantaged or have been dislocated from the farm with other local county and state agencies. This will include: providing information (brochures, posters, etc.) about the SDA's job-training program; maintaining contact with staff of the county extension centers; and inviting representatives from these organizations to PIC meetings.

RESOURCE USE

Title II SDA Level Resource Use

Service Delivery Areas in Missouri will use JTPA resources in accordance with one requirement in addition to those specified in the Act. Service Delivery Areas must use at least fifteen percent of their Title II-A training expenditures to jointly design and develop customized training programs with new and expanding businesses within their area. The Governor and the Missouri Job Training Coordinating Council recommend customized training activities as an effective way to meet the training needs of Missouri's new and expanding businesses, and have developed the fifteen percent expenditure requirement to reflect this.

SDAs will use JTPA Title II-A and II-B resources to provide a variety of job training activities in accordance with approved Job Training Plans.

Title II-A - 5% - Administrative Activities

The State will use this funding source for auditing, administrative activities, and selected activities under sections 121 and 122 of JTPA. Auditing and administrative activities will occur in the areas of planning and evaluation, program management and operations, monitoring, and fiscal management.

The State will provide assistance in developing local plans and in evaluating program effectiveness. The State will also coordinate and upgrade statewide participant and financial management information systems which allow for a detailed on-going analysis of program performance levels.

The State will review and make decisions on the approval of SDA Job Training Plans, certify their consistency with the Governor's Coordination and Special Services Plan, and certify their compliance with state and federal law. The State will fulfill all federal reporting requirements on JTPA program performance and will develop policy issuances and regulations for the implementation and operation of JTPA.

The State will monitor SDA, contractor, training, and job sites for compliance with federal laws and regulations, and will monitor SDAs for compliance with the Governor's Coordination Criteria. The State will also monitor planned versus actual performance to ensure that SDA and Title III contractors' performance demonstrates consistent progress.

The State will ensure that the obligation and expenditure of JTPA funds and the use of property are in conformance with the requirements and conditions of JTPA grants. The State will provide financial information to meet federal, state and internal financial reporting requirements. The State will provide accounting records and documentation to identify and support expenditure of JTPA funds. The State will provide a biennial, independent audit of each recipient of funds and establish procedures for deobligation of funds and repayment of misspent funds.

The State will conduct selected activities under Section 121(c) of the Act as described in this plan.

The State will provide staff support to the Missouri Job Training Coordinating Council to assist the Council in carrying out its duties as described in the Act.

Title II-A 3% Older Worker Program

The 1980 Census indicates a substantial need in Missouri for job training programs for older workers. Missouri ranks sixth in the nation in the proportion of the population aged 55 and older, with almost one in four Missourians (23%) falling into this rapidly growing age bracket. In addition, approximately 250,000 Missourians aged 55 and over were economically disadvantaged, potentially meeting the eligibility guidelines under JTPA.

Missouri will have roughly \$1,300,000 including carry-in funds from PY'85 available to operate job training programs for older workers throughout the state in PY'86. These funds will be used to train and employ economically disadvantaged older individuals 55 years of age and older who have experienced barriers to employment.

The Job Training Partnership Act (JTPA), from funds available for use under Section 202(b)(2), authorizes the Governor to provide job training programs designed to assure the training and placement of older individuals in jobs with private business concerns which are growing or expanding.

The Missouri Job Training Coordinating Council (MJTCC) will make policy recommendations to the Governor for the use of the Title II-A 3% funds allocated to provide job training to older workers. The Program Development and Coordination Committee (PDCC) of the MJTCC will develop policy recommendations for the MJTCC and the Governor in the planning, management, and evaluation of Missouri's Title II-A 3% Older Worker Training Program.

The Division of Manpower Planning is authorized by the Governor to administer the Title II-A 3% funds to serve older workers and enter into contracts with contractors who have demonstrated the capacity to manage quality employment and training programs for older workers. The Division of Manpower Planning will provide overall planning, administration, management, technical assistance, program monitoring and evaluation.

Funds will be distributed to a 3% contractor in each SDA based on an allocation method which considers the relative number of economically disadvantaged persons aged 55 and over within SDAs. Using a Request for Proposal process, the Division of Manpower Planning has selected and will select contractors who have demonstrated capabilities to implement and maintain a quality employment and training program for older workers. The designated 3% contractors' responsibility will consist of, but not be limited to, the operation and fiscal functions of the program as specified in the contract agreement.

The 3% Older Worker Training funds will provide the means to:

- 1) identify employment and training needs of workers 55 and over;
- 2) identify specific occupations and industries to employ older workers; and
- 3) provide employment and training in the private sector for older workers.

Training and job placement programs will be provided to older individuals to secure jobs in growth industries through the use of two primary program components, on-the-job training and job search assistance. On-the-job training will consist of either part-time or full-time training depending upon the needs of the older worker and the employer. Job search assistance is a group approach to teaching effective job finding skills to the unemployed.

In addition, all program operators will offer participants a comprehensive mix of services, tailored to individual needs. Older individuals will receive an assessment of their skills, needs, and employment goals. Following this assessment, job development efforts will be directed at both full-time and part-time on-the-job training in the private sector. Since part-time employment plays an important role in matching employers' needs with the needs of older workers, job development efforts will be specifically targeted to those employers using part-time positions because those industries and occupations projected to have the largest employment increases in the future are frequent users of part-time workers.

Since coordination plays such an important role in the success of any employment and training program, the Division will develop linkages and consultation with the Missouri Division of Aging, Missouri Division of Employment Security, Older Americans Act Title V operators, and other employment and training agencies which offer services to older individuals. The Division expects to expand employment opportunities for its older participants by networking with those agencies that provide employment services and share similar concerns for older individuals.

Through the use of the JTPA Title II-A 3% funds, the Division intends to assist older individuals to secure stable employment in growth industries and occupations and, most importantly, earn an income that will enable them to maintain an adequate level of self-sufficiency.

The Division of Manpower Planning plans to serve 1,400 older workers with an anticipated entered employment rate of 75 percent. The average cost per entered employment will be \$1,500 and the average wage at placement will be \$4.25 per hour.

Title II-A - 8% - State Education Funds

The Marketing and Economic Development Committee, on behalf of the Missouri Job Training Coordinating Council, will make policy recommendations to the Governor on the use of the 8% State Education Funds. The Missouri Division of Manpower Planning, in coordination with the Missouri Department of Elementary and Secondary Education, will administer the activities provided with the 8% funds.

A contract will be developed between the Division of Manpower Planning and the Department of Elementary and Secondary Education outlining the specific responsibilities and activities which are supported by the 8% funds. In addition, cooperative agreements will be developed between the Department of Elementary and Secondary Education and administrative entities outlining each organization's role in delivering the 8% programs.

Services will be delivered through a variety of statewide programs, utilizing both Federal and State funds, for new and expanding Missouri employers. Training projects will be reviewed for approval based on the following criteria: 1) the potential number of new permanent jobs to be created within the State; 2) the amount of private sector investment in new facilities and equipment; 3) the economic need of the affected community; and 4) the importance of the industry to the economic development of Missouri.

Since all 8% funds must be matched dollar for dollar, participating employers are strongly encouraged to contribute to the cost of training projects. Additional matching funds include the direct and indirect cost of employment or training provided by State or locally funded programs.

The primary focus of 8% funds is the Missouri Customized Training Program which offers new and expanding employers the flexibility to train new employees to meet their company's specific needs. This type of training enhances an employee's potential for growth, provides employers with productive employees in a cost effective manner, and fosters job creation.

Missouri Customized Training allows employers to tailor their training plans to their needs by offering both on-the-job training and formal group or classroom training. Classroom training can utilize an employer's present supervisors as instructors, or outside trainers from local public or private schools can be provided.

The use of 8% funds, along with State funds ear-marked for job creation and job retention, provides new and expanding Missouri employers with an avenue to lower the cost of training, and assures that the Missouri Customized Training Program will remain a valuable economic development tool for the State.

In addition 8% funds will provide: 1) matching grants for joint Private Industry Council/Local Education Agency projects targeted for high risk populations, such as high school drop-outs and AFDC recipients; 2) program coordination and administration provided by the Missouri Department of Elementary and Secondary Education for the Basic Education Initiative, individual referral system, development of education components for II-B eligible youth, and curriculum certification of skill training programs; 3) development of a vocational assessment center for aptitude and interest testing, guidance and remedial services; and 4) in the areas of the Basic Education Initiative, Customized Training and skill training.

The Governor has required that each Private Industry Council set aside fifteen percent of their JTPA allocation for training projects customized to meet the needs of new and expanding Missouri employers. The Division of Manpower Planning participates with the Private Industry Councils when a large training project is developed which exceeds the resources of local allocations.

Additionally, each Private Industry Council is strongly urged to join the State's commitment to providing readily accessible basic and remedial educational opportunities for JTPA eligible participants through the Basic Education Initiative. The Basic Education Initiative encourages basic skills training to eligible participants and enhances the facilities of existing Adult Basic Education programs by providing local programs with computers and curriculum software at state expense.

A statewide marketing plan will be developed to inform employers of available training services through the Missouri Customized Training Program. The Division of Manpower Planning will act as an informational clearinghouse and directs any Customized Training inquiries to the appropriate Private Industry Council representative.

A joint marketing program will also be developed with the Department of Elementary and Secondary Education to promote adult literacy, school retention and the completion of high school. Efforts will be coordinated with Private Industry Councils and Local Education Agencies.

The Division of Manpower Planning plans to serve approximately 2,340 persons in the 8% Customized Training Program. Minimum entered employment rate for trainees will be 85 percent, with an average wage at placement of \$5.25 per hour. The anticipated average cost of training per participant should not exceed \$2,052.

Title III - Dislocated Worker Program

In PY'86 Missouri is allocated \$1,404,627 to operate employment and training programs for dislocated or laid-off workers throughout the State. Funds for these programs are provided under Title III of the Job Training Partnership Act (JTPA) and are intended to provide the full range of training and special services needed by dislocated workers in order to help them return to work permanently. Also, the Division of Manpower Planning is estimating the carry-in from PY'85 into PY'86 at approximately \$2.1 million. Coupled with the Missouri Legislature's appropriation of \$1,749,184 in State General Revenue funds as match for the Title III funds, the total amount of funds available to assist dislocated workers is roughly \$5.2 million. Other matching sources such as Unemployment Insurance payments, the employer's share of OJT wages, and in-kind match from the Title III contractors will help the State fulfill JTPA's matching requirements for Title III funds.

The Job Training Partnership Act authorizes the Governor to provide job training programs designed to assure the training, support and placement of dislocated workers in permanent unsubsidized employment in the private sector. The Missouri Job Training Coordinating Council will develop policy recommendations for the Governor regarding the planning, management, and evaluation of Missouri's Title III Dislocated Worker Program.

The Division of Manpower Planning is responsible for the administration and oversight of the Title III funds and dislocated worker programs operated by the Division of Manpower Planning's contractors.

The Title III program operators responsibility will consist of, but not be limited to, providing direct services to dislocated workers as specified in the contract agreement with the Division of Manpower Planning.

Dramatic changes have occurred in the economic and employment base of the State and its metropolitan areas in the last six months to a year. Although the Missouri economy has improved in general and unemployment has decreased, thousands of skilled or semi-skilled blue collar workers have been permanently unemployed as many companies have reduced production levels, closed facilities, and attempted to remain solvent by cutting costs in every area.

DMP's experience serving dislocated workers during the past two and one half years and our research into the experience of existing dislocated worker programs which have successfully served these groups have clearly identified the following components as crucial to the successful re-employment of dislocated workers. Extensive assessment and testing of the laid-off workers' skills and educational level is the first step in meeting their employment and training needs. Also, most dislocated workers were employed 5, 10, 20, and even 30 years before their layoff and are in dire need of intensive job seeking skills training or job search techniques. In many cases, these dislocated workers simply need to learn how to find a job and will, on their own initiative, after receiving sufficient training and support. This also happens to be the most cost effective means of re-employing these workers.

Career and personal counseling are also key components of a dislocated worker program. Personal and family counseling must be provided to these workers to assist them in coping with the severe trauma of losing their jobs and facing the uncertain prospect of retraining if they are to return to gainful employment. Referral to supportive services available through other resources in the community is also to be used in conjunction with personal counseling to assist these workers in coping with this drastic change in their working lives.

Approximately one of every four or five dislocated workers did not finish high school or elementary school and will need Adult Basic Education or General Equivalency Degree (ABE/GED) training in order to find a job. For those workers unable to find their own job through job search assistance, it will be necessary to develop specific jobs for them. Job developers will be "armed" with abbreviated on-the-job training to offset an employer's costs to retrain workers laid off for several months. Many of these workers have "transferrable" skills to other occupations and will need shorter periods of training on-the-job in order to

maintain employment. In addition, classroom skill training will be needed to completely retrain many of these workers whose skills are now obsolete; and infrequently, it may be in the best interest of the laid-off worker to be trained using a combination of classroom skill training and then on-the-job training.

Also, the State will attempt to match the employment and training needs of new and expanding companies with the experience and skills of concentrations of dislocated workers in Missouri. In effect, Title III funds will be used as an economic development tool to "customize" training for new and expanding companies, as well as providing the company with a workforce which has the experience, attitudes, and skills to quickly benefit the company, the workers, and the State.

Finally, a pre-shutdown intervention assistance program will be developed by the State to assist those workers who have been notified of an impending lay off due to a plant closure; and dislocated farmers and laid off shoe workers will be targeted for services.

The State intends to enroll approximately 6,000 dislocated workers at an average cost per participant of less than \$900. Seventy-five (75) percent of those individuals terminated will be placed into jobs. The average wage at placement will be \$5.75 and the cost per entered employment will be approximately \$1,500. Administrative costs for the program should not exceed ten (10) percent of the total Title III funding allocation.

Missouri's JTPA Experience - Transition Year and Program Year 1984

During the transition year of JTPA, 19,971 Missourians entered training programs throughout the State. Of the 15,470 participants who completed training during the year, 10,900 were placed in jobs. This represents a 70 percent entered employment rate, compared to a 45 percent rate statewide during the last full year of CETA - a significant improvement.

The cost of placing each participant in a job was reduced from \$4,800 under CETA to \$2,300 for the service delivery areas under Title II-A during the transition year of JTPA.

There was a substantial shift in the mix of program activities from CETA to JTPA. Twenty percent of the fiscal year 1983 CETA funds were spent on on-the-job training, while 35 percent of the transition year SDA expenditures were spent on the same activity.

Classroom skill training expenditures, on a percentage basis, remained relatively the same since the last year of CETA. There was however, a dramatic decrease in the percentage of funds for work experience activities.

Service Delivery Area performance during the transition year was evaluated using the Secretary of Labor's performance standards model. Statewide, the SDAs' adult entered employment rate was 75 percent; welfare entered employment rates equalled 62 percent; the average wage at placement was \$5.81 per hour; and the average cost for an entered employment was \$2,055. Statewide, the SDAs' youth entered employment rate was 48 percent; the overall positive termination rate was 52 percent; and the cost per positive termination equalled \$2,780. One SDA met or exceeded all seven adult and youth performance standards. Seven SDAs achieved six, four SDAs achieved five, and three SDAs achieved four or less.

Customized training was introduced as a major training activity during the transition year. It was a relatively new concept in JTPA designed to tailor training methods to suit the specific needs of new and expanding businesses in Missouri. Funds available under this program are used to train JTPA eligible individuals for jobs with new and expanding businesses. These programs are funded through contracts between state education agencies, local service delivery areas, and other state agencies. Employer responsive customized training programs provide eligible participants employment opportunities with new or expanding employers in the State.

During the transition year, the Division of Manpower Planning and PICs throughout the State trained over 3,000 eligible citizens for jobs in approximately 300 new or expanding Missouri businesses. Customized training expenditures rose to 10 percent of the service delivery areas' total funds provided under Title II of JTPA.

Training and services for dislocated workers during the transition year included outreach and intake, assessment and testing, job search assistance training, personal and career counseling, supportive services, job development, on-the-job training, and classroom skill training. Many dislocated workers simply need to learn how to find their own job and will, on their own initiative, after receiving sufficient training and support. Training in job search is by far the most cost effective means of reemploying dislocated workers. During the transition year, over 5,700 dislocated workers received retraining and services from the State with an entered employment rate of over 81 percent.

The Title II-A Training program for older workers provided job training to 328 economically disadvantaged individuals aged 55 and over. Programs attempted to identify and meet the training and employment needs of older workers through on-the-job training and job search assistance. Older worker programs helped identify specific private sector occupations and industries employing older workers, and gave them the opportunity to remain in or rejoin the workforce. Of the 84 participants completing training, 76 (91%) entered employment.

SDAs made a strong effort toward meeting the Coordination Criteria established for the Transition Year. Due to the short amount of planning time available, the criteria involving information gathering and negotiation with other agencies were not all accomplished by the beginning of the Transition Year. SDAs had begun to develop systems necessary to meet the coordination criteria, and further developed and used them as the year progressed.

SDAs showed strong support for the State's emphasis on economic development by coordinating with state and local economic development organizations to determine employer skill needs and growth industries and occupations statewide.

SDAs coordinated their placement efforts with the Job Service by requiring JTPA participants to register with their local Job Service. SDAs also coordinated Targeted Jobs Tax Credit vouchers with the Job Service.

SDAs reported increased awareness of related programs and publicly supported facilities due to development and use of inventories of such programs and facilities. Efforts to convene technical workgroups of staff from related agencies and establish non-financial cooperative agreements had varied results among the SDAs, depending on the degree of cooperation from staff of other agencies.

Missouri's SDAs performed well on the Title II-A performance measures during Program Year 1984. In many cases, national data show that Missouri exceeded the national standard and the average outcome of all states. Missouri's performance with respect to the entered employment rate for welfare recipients was exceptional. The national standard was 39% while Missouri's actual rate was 61%.

Each SDA was assessed against performance standards for both adult and youth programs under Title II-A as required by the law. Statewide, the SDAs' adult entered employment rate was 72%; the welfare entered employment rate was 61%; the average wage at placement was \$4.82 per hour; and the average cost for an entered employment was \$2,752.

Statewide, the SDAs' youth entered employment rate was 52%; the overall positive termination rate was 80%; and the cost per positive termination equalled \$2,026.

Seven SDAs exceeded all seven adult and youth performance standards. Five SDAs exceeded six, two SDAs exceeded five, and one SDA exceeded four. Fourteen of the fifteen SDAs were eligible for incentive grants for exceeding a weighted average of their performance standards.

During PY'84 the Missouri Job Training Coordinating Council directed the customized training Program to meet the needs of new and expanding employers by tailoring training programs to employer needs. Over 5000 Missourians were trained through customized training projects designed individually to meet the needs of new and expanding employers in Missouri during PY'84. Eighty-four percent of the individuals entering customized training programs entered employment upon leaving the training program. Ninety-seven percent of these individuals were employed in private sector jobs. Customized training projects were developed using Title II-A 8%, Title II-A 3% and Title III funds at the state level and Title II-A funds at the SDA Level.

In PY'84, 1777 older workers were trained using Title II-A 3% funds. Sixty-three percent of those who completed training found jobs. An additional 627 older workers received training through other programs.

Dislocated workers still needed special services in Missouri during PY'84. 6650 dislocated workers were trained or retrained and seventy-seven percent entered employment after training.

A follow-up study was initiated in PY'84 to measure the long-term impact of Title II-A JTPA programs on participants who have been trained and gained a job. This study indicates that approximately 87% of those participants tracked (about 70% of all people who left JTPA) retained employment one quarter after they left the program. Two quarters after termination, 86% of those participants tracked retained employment.

Findings from this study indicate that participation in Title II-A JTPA programs contributes to increased earnings beyond the gains experienced by a similar control group. One quarter after leaving the program, the former JTPA participants had an earnings gain of \$765 or 78% above their previous wage. The control group had an earnings gain of \$601 or 59% above their previous wage for the same period of time. Two quarters after leaving, the former JTPA participants had an earning gain of \$1936 or a 197% increase. The control group had a gain of \$1688 or a 168% increase.

As Program year 1984 began, SDAs had more of the systems and procedures in place to fulfill the Coordination Criteria, and built on these systems to continue coordination activities begun during the transition year. As before, success in achieving the coordination criteria varied among the SDAs, somewhat dependent upon cooperation from related agencies.

Oversight and Support Activities

The State of Missouri will conduct annual Title II-A and Title II-B on-site monitoring of service delivery areas in order to assess compliance with the Act, federal and state laws and

regulations, and implementation of SDA Job Training Plans. These visits will include a review of fiscal, programmatic, and general administrative and operational systems.

Written reports will be issued after each monitoring with appropriate corrective action planning required within thirty days. On-site follow-up regarding the implementation of corrective action will occur at a reasonable time interval following the receipt of a corrective action plan.

The State will also provide support to SDAs through various ongoing training and technical assistance activities. Bi-monthly meetings will be conducted with Administrative Entities to address state and federal policy issues relative to JTPA implementation. Service Delivery Areas will also receive training and technical assistance, as needed, based on findings from both on-site monitoring and desk reviews. These activities may be provided to individual SDAs or through group sessions on a regional or statewide basis.

Priorities and Criteria for State Incentive Grants

Missouri's incentive grant system will:

- provide incentive grants to SDAs that exceed their performance goals;
- relate incentive grants to the degree by which SDAs exceed their performance standards;
- consider the relative size of the SDAs;
- award incentive grants based on the relative importance of the performance measures in which the SDAs excel;
- consider SDA success in utilizing JTPA Title II-A Funds.

The method developed to distribute incentive grants consists of a nine-step process:

1. Determine the percent by which the SDAs exceed (or fail to exceed) performance standards for each performance measure.
2. Multiply the percent by which the SDAs exceed (or fail to exceed) each performance standard from Step 1 by the relative weights assigned to each measure.
3. Calculate the average of the weighted percents exceeding (or failing to exceed) performance standards from Step 2 for each SDA.
4. Multiply the average of weighted percents exceeding (or failing to exceed) performance standards from Step 3 for each SDA by that SDA's proportion of Title II-A 78% funds (used as a size variable). Multiply the result by the SDA's Title II-A funds utilization rate.

5. Sum the multiple effects from Step 4 for the SDAs for which the multiple effect value exceeds zero.
6. (a) For those SDAs whose multiple effect value from Step 4 exceeds zero: Divide the multiple effect value from Step 4 by the sum of Step 5. Assign the resulting value as the SDA's proportion of incentive grant funds earned.
(b) For those SDAs whose multiple effect value is zero or less than zero: Assign zero as the SDA's proportion of incentive grant funds earned.
7. Multiply the proportion of incentive grant funds earned by each SDA by the amount of 6% Funds reserved in a pool for this purpose.
8. Award the amount of funds determined in Step 7 to the deservant SDAs.
9. Use the remaining pool of 6% funds for technical assistance to the SDAs that do not earn incentive grants.

Performance Goals for State Supported Programs

The performance goals for state supported programs are included in each program description.

PERFORMANCE STANDARDS

Adjustment Methodology

Missouri plans to use the Department of Labor's national adjustment models to adjust SDA performance standards. The factors in the model will be used without modification. The model will use local data for each SDA. Local economic factor data will be the most recent available. Calendar year data provided by the Missouri Division of Employment Security will be used for the unemployment rate and average wage for planned performance standards. Planned performance standards are calculated from data submitted in the SDA Job Training Plan and the local data specified above. In addition, the data provided by the U.S. Department of Labor on the population density and percent families below poverty level data will be used. Adjustments were made for SDA 3 and SDA 12 using Census Data and data from the Kansas City Planning Division.

Each month current performance standards are calculated for each SDA using the actual characteristics of terminees and updated unemployment data. These standards appear in the Monthly Management Report issued by the Division of Manpower Planning.

At the end of the year, final performance standards are calculated for each SDA. End-of-year terminnee characteristics and updated economic data are used in the DOL model. Actual performance levels are compared to these final performance

standards to determine the extent to which SDAs will be eligible for incentive grants or technical assistance. An SDA may appeal any model adjusted standard that is an extreme value at this time. The Governor may adjust the standard to the upper or lower value of the range, whichever is appropriate, if an appeal is approved.

FAILURE TO ATTAIN A POSITIVE OR ZERO NUMERICAL VALUE USING THE AVERAGE OF THE WEIGHTED PERCENTS BY WHICH AN SDA EXCEEDS EACH PERFORMANCE STANDARD WILL RESULT IN THE IMPOSITION OF PERFORMANCE STANDARDS SANCTIONS AND NECESSITATE THE DEVELOPMENT OF A REORGANIZATION PLAN AS REQUIRED BY SECTION 106 OF THE ACT (SEE STEP (3) PAGE 18). SUCH PLAN MAY RESTRUCTURE THE PRIVATE INDUSTRY COUNCIL, PROHIBIT THE USE OF DESIGNATED SERVICE PROVIDERS OR MAKE SUCH OTHER CHANGES AS THE GOVERNOR DEEMS NECESSARY TO IMPROVE PERFORMANCE. THE GOVERNOR MAY ALSO SELECT AN ALTERNATE ENTITY TO ADMINISTER THE PROGRAM FOR THE SERVICE DELIVERY AREA. THE ALTERNATE ADMINISTRATIVE ENTITY MAY BE A NEWLY FORMED PRIVATE INDUSTRY COUNCIL OR ANY AGENCY JOINTLY SELECTED BY THE GOVERNOR AND THE CHIEF ELECTED OFFICIAL OF THE LARGEST UNIT OF GENERAL LOCAL GOVERNMENT IN THE SERVICE DELIVERY AREA.

ANY REORGANIZATION PLANS MADE IN ACCORDANCE WITH THIS PERFORMANCE STANDARDS SANCTION POLICY SHALL BE MADE WITH FULL OPPORTUNITY FOR A HEARING BEFORE A HEARING OFFICER. THE HEARING MUST BE REQUESTED WITHIN 10 DAYS OF THE RECEIPT OF THE GOVERNOR'S REORGANIZATION PLAN. A HEARING WILL BE HELD WITHIN 30 DAYS OF FILING AND WRITTEN NOTIFICATION OF THE HEARING DETERMINATION ISSUED WITHIN 60 DAYS.

UPON RECEIPT OF THE GOVERNOR'S WRITTEN NOTIFICATION THAT THE HEARING DETERMINATION UPHOLDS THE GOVERNOR'S IMPOSITION OF A REORGANIZATION PLAN, AN SDA MAY APPEAL TO THE SECRETARY. APPEALS MUST BE SUBMITTED JOINTLY BY THE PRIVATE INDUSTRY COUNCIL AND CHIEF LOCAL ELECTED OFFICIAL(S) OF THE SDA. THE SECRETARY WILL ACCEPT APPEALS DATED NO LATER THAN 30 DAYS AFTER THE SDA'S RECEIPT OF THE GOVERNOR'S WRITTEN NOTIFICATION OF THE HEARING DETERMINATION. A COPY OF THE APPEAL MUST BE SIMULTANEOUSLY MAILED TO THE DIVISION OF JOB DEVELOPMENT AND TRAINING WHEN FILED. THE SECRETARY SHALL MAKE A DECISION WITHIN 60 DAYS OF THE DATE OF APPEAL.

SANCTIONS WILL BE IMPOSED BY THE MAILING OF A SANCTION LETTER SIGNED BY THE DIRECTOR OF THE DIVISION OF JOB DEVELOPMENT AND TRAINING. SANCTION LETTERS WILL BE MAILED TO THE CHAIRPERSON OF THE PRIVATE INDUSTRY COUNCIL, THE CHIEF LOCAL ELECTED OFFICIAL(S), AND THE DIRECTOR OF THE ADMINISTRATIVE ENTITY. CORRECTIVE ACTION PLANS WHICH ARE DEVELOPED IN RESPONSE TO A SANCTION MUST CONTAIN THE SIGNATURE OF ALL THREE OF THESE INDIVIDUALS.

SANCTIONS WILL BE REMOVED ONLY BY A LETTER SIGNED BY THE DIRECTOR OF THE DIVISION OF JOB DEVELOPMENT AND TRAINING.

GOVERNOR'S COORDINATION AND SPECIAL SERVICES ACTIVITIES

Information and technical assistance for developing and implementing plans and programs.

The State has established an issuance system for communicating JTPA policy decisions and pertinent information to SDAs.

The State has issued planning guidelines to SDAs to assist in developing their Job Training Plans. The State has issued data to assist SDAs in meeting the statutory requirements of service levels to economically disadvantaged school drop-outs, economically disadvantaged youth and AFDC recipients as well as the ratio of public to private employment for use in planning the OJT program.

The State will provide technical assistance directly or provide preventative technical assistance funds to SDAs upon request and in accordance with established criteria. The State, through the Division of Manpower Planning, has established a field representative system to provide technical assistance in planning and implementing JTPA programs. Two full-time staff serve as liaisons between their assigned SDAs and the Division of Manpower Planning.

Developing and providing to SDAs labor market information on a state and local basis

The State has provided SDAs with information, at the state and local level, regarding social and economic characteristics, occupational and industrial characteristics and labor market conditions. The State has and will continue to develop information on industries losing employment, identification of dislocated workers, and industries expanding their work forces. The Division of Manpower Planning working with the State Data Center, the Missouri Occupational Information Coordinating Committee and the Division of Employment Security, has provided SDAs with a variety of publications, newsletters and data reports containing this kind of information. The State will provide SDAs with additional information and assistance when possible throughout the program year.

Providing preservice and inservice training for Administrative Entities, Private Industry Councils, and contractors for state supported programs

Following PIC certification by the Governor, the State provided orientation sessions for each of Missouri's Private Industry Councils. The State will continue to provide inservice training to Private Industry Councils through its field representatives and operations staff.

In addition, the State has and will continue to convene regular meetings of the SDAs' administrative entity staffs to provide inservice training and discuss issues of concern among SDAs. The State has and will continue to provide training to SDA staffs to promote effective management of local training programs.

The State annually convenes a Job Training Conference for PIC members, SDA staff and local elected officials. Additional coordination and special services activities may be undertaken should any 8% funds not be obligated through cooperative agreements.

JTPA COMPLIANCE WITH SECTION 167

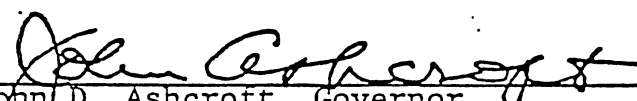
The State has adequate methods of administration to assure compliance with Section 167 of the Act through on-going monitoring, site visits, and technical assistance.

STATE OF MISSOURI

GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN

PROGRAM YEARS 1986 and 1987

Signature Page



John D. Ashcroft, Governor

May 14, 1986

Date